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Real Estate Management Program Implementation Manual

Responsible Office: Facilities Engineering and Real Property Division

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Change History

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Preface

P.1 PURPOSE

This NPR provides a ready reference to policy and requirements for the management and utilization of NASA Real Property assets. The document is designed to provide uniform and orderly processes for meeting NASA's strategic and infrastructure Real Property needs against a background of reinvention and fundamental changes to management approach.

As the asset management reengineering proceeds, successive revisions to this document will reflect the most current approach to these fundamental processes. To provide NASA procedures and requirements during the transition from past management processes, this NPR contains much of the text from existing implementation manuals, form instructions, and other documents arranged into chapters based on the current understanding of the core process of asset management.

The specific instructions on the recordkeeping forms, the data required for their completion and the codes to be used, have been arranged in appendices to the process oriented chapters. This is to allow more convenient reference and updating of individual appendices as details of the subprocesses and activities evolve.

This NPR also introduces reference to automatic data processing systems to assist in the accurate compilation, analysis, and reporting of Real Property and Facility Utilization data. In general, however, NASA's formal Real Property records will continue to be hard copy documents as required by statutes, regulations, and prudent legal considerations.

P.2 APPLICABILITY

This NPR is applicable to all real estate under NASA ownership or control, including the Jet Propulsion Laboratory and all other contractor-held NASA real property. It is to be implemented by NASA Headquarters, NASA Centers, including Component Facilities, and by the Jet Propulsion Laboratory and other NASA contractors to the extent specified in their contracts. Real estate matters involving foreign locations are to be processed by NASA Senior Management officials through the U.S. Department of State. However, the provisions of this NPR do not apply to property leased by NASA within the District of Columbia, since such property is under the cognizance of the General Services Administration.

P.3 AUTHORITY

- a. 42 U.S.C. 2473 (c), 2476a and 2459, Sections 203(c), 207 and 309 of the National Aeronautics and Space Act of 1958, as amended.
- b. 42 U.S.C. 2473d, Use of abandoned and underutilized buildings, grounds, and facilities.
- c. 40 U.S.C. 319-319c, (authorizing Federal agencies to grant easements under certain conditions).
- d. 40 U.S.C. 483 and 484, Sections 202 and 203 of the Federal Property and Administrative Services Act of 1949, as amended.
- e. 7 U.S.C. 2204b-1, (formerly Section 601 of the Rural Development Act (RDA) of 1972, as amended. of 1972, as amended.
- f. 42 U.S.C. 4601 et seq., the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended.
- g. Public Law 104-106, Sections 5001-5703, the Information Technology Management Reform Act of 1996.
- h. 41 CFR Parts 101-3, 101-17, 101-20, 101-47, General Services Administration, Real Property Management Regulations.
- i. 14 CFR Part 1204 Sections 501, 503, and 504, NASA regulations.

j. 14 CFR Part 1208, Uniform Relocation Assistance and Real Property Acquisition for Federal and Federally Assisted Programs.

k. 49 CFR Part 24, Uniform Relocation Assistance and Real Property Acquisition for Federal and Federally Assisted Programs.

P.4 REFERENCES

a. 40 U.S.C. 255, Approval of title prior to Federal land purchases.

b. Financial Management Manual (FMM) 9021-4, Definitions.

c. FMM 9252, Real Property Accounting.

d. NPD 8800.14, Policy for Real Property Management.

e. NPR 8820.2, Facility Project Implementation Handbook.

f. NPD 8500.1, NASA Environmental Management

g. NPR 8580.1, Implementing the National Environmental Policy Act and Executive Order 11214.

P.5 CANCELLATION

a. NHB 7234.2, Facilities Utilization Program Implementation Handbook, dated July 10, 1987.

b. NHB 8800.15, Real Estate Management Program Implementation Handbook dated October 1991.

c. NASA Form 1134, Instructions and Real Property Codes for Completing NASA Forms 844, 845, 846, 847 and 1045.

d. NHB 8811.8, Uniform Relocation Assistance and Real Property Acquisition for Federal and Federally-Assisted Programs.

/s/ Jeffrey E. Sutton
Assistant Administrator for
Institutional and Corporate Management

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CHAPTER 1. Stewardship of Real Property, Physical Accountability Recording, and Reporting

1.1. Introduction

This chapter prescribes the procedures for adequate and consistent controls over all NASA- owned Real Property including that located at tracking stations and that in the possession of contractors. It describes the way in which these stewardship controls will be exercised and the relationships of financial property records with more detailed individual property records maintained by property officers and contractors. It also covers the basic authorities, principles, and procedures under which control and accountability of Real Property will be maintained for the purpose of recording the dollar value of NASA-owned Real Property.

1.2. Definitions

1.2.1. The following key words and their meanings are used in this NPR:

1.2.1.1. Real Property. For the purpose of this NPR, Real Property means land, buildings, structures, utilities systems, and improvements and appurtenances thereto, permanently annexed to land. The term "Real Property" also includes installed collateral equipment (i.e., building type equipment) as defined in NASA Financial Management Manual (FMM) 9021-4 and the end items listed under Facilities Classification Code Group 630. (See appendix C.) Real Property records will be maintained for all property transactions over \$5,000. Only those transactions required by FMM 9252-3 need to be reported to the General Ledger.

1.2.1.2. Leasehold Improvements. Includes NASA-funded costs of long-term capital improvements (more than 3 years) to leases, rights, interests, and privileges relating to land not owned by NASA, such as easements, right-of-ways, permits, use agreements, water rights, air rights, and mineral rights. The cost of short-term (3 years or less) rights, interests, and privileges relating to such land will be charged to the operating cost of a facility project as appropriate. Leasehold improvements also includes NASA-funded costs of improvements (as determined by FMM 9252-3 and determined to be a capital asset in accordance with FMM 9252-3) made to land, buildings, and other structures and facilities not owned by NASA. A single improvement will not be accomplished in increments (as determined by FMM 9252-3) in order to avoid adjustment to the Real Property inventory records. Entries on the respective NASA Form 847 (see Appendix A for sample form) must be susceptible to separate identification of transactions applicable to the following: (1) rights, interests, and privileges relating to land; (2) improvements to buildings; and (3) improvements to other structures and facilities. However, the cost of NASA-owned buildings and other structures and facilities and improvements thereto, (that meet the criteria for capitalization) located on land not owned by NASA will be recorded on the NASA Form 845 or 846, as appropriate. (See appendix A for sample forms.)

1.2.1.3. Leased Property. Property under the control of NASA through lease, administrative agreement, temporary permit, licensee, or other arrangements.

1.2.1.4. Holding Agency. The agency responsible and accountable for property purchased for the United States from its appropriated funds or acquired by transfer from other Government agencies, donations, or otherwise, including reporting responsibilities for such property to GSA.

1.2.1.5. Easement. An acquired privilege or right of use or enjoyment that one may have in the land of another, e.g., an easement for road or highway purposes, construction, and maintenance of utility lines.

1.2.1.6. Real Property Accountable Officer. A Government employee designated by proper authority to be responsible for establishment of records and maintenance of physical accountability for the Real Property charged to the accountable area or jurisdiction.

1.2.1.7. Real Property Under Management Control. The property for which NASA is the holding Agency or for which NASA has custody and control.

1.2.1.8. Excess Real Property. Real Property under NASA control for which there is no current or foreseeable NASA requirement as determined by the reporting Center and approved by the Director, Facilities Engineering Division,

Office of Management Systems and Facilities, NASA Headquarters, or designee.

1.3. Real Property Accountability

1.3.1. Center Directors and the Manager, NASA Management Office--JPL signate, in writing, a Real Property Accountable Officer responsible for Real Property matters as set forth in paragraph 1.3.2.

1.3.1.1. Copies of the designations will be furnished to the following: the employee assigned, the financial management office responsible for maintaining general ledger control accounts of the property, and the Facilities Engineering Division, NASA Headquarters.

1.3.2. The Real Property Accountable Officer is responsible for the following:

1.3.2.1. Maintaining detailed inventory records for all Real Property under the management control of the NASA Installation.

1.3.2.2. Establishing controls necessary to ensure that Real Property inventory records are kept current.

1.3.2.3. Advising and assisting operating staff regarding Real Property accountability matters.

1.3.2.4. Directing periodic physical inventory and reconciling property records with applicable fixed asset subsidiary ledger accounts.

1.3.2.5. Preparing Real Property inventory management reports required by local management and NASA policy.

1.3.2.6. Developing and sponsoring the establishment of Center guidance and procedures as required to ensure compliance with applicable laws, regulations, and NASA policy.

1.3.2.7. Maintaining contact and coordination with NASA Headquarters, NASA Centers, Army Corps of Engineers, and other Government agency representatives relative to Real Property accountable transactions and supporting documents, as required.

1.4. Classification of Real Property

1.4.1. For purposes of general classification, NASA Real Property will be identified according to the following four categories that are consistent with the GSA Real Property reporting system and the NASA fixed asset financial accounting system:

1.4.1.1. Land. Includes costs of land, mineral, and water rights when land is acquired in fee simple; the costs incidental to the acquisition and improvement thereto, as outlined in FMM 9252-3, and which meet the criteria for capitalization in FMM 9252-3.

1.4.1.2. Buildings. Includes costs of buildings, improvements to buildings, and the fixed equipment that is normally required for the functional use of the building and becomes permanently attached to and made a part of the building that cannot be removed without cutting into the walls, ceilings, or floors, such as plumbing, heating, and lighting equipment, elevators, central air conditioning systems, and built-in safes and vaults. Also included is all equipment of any type built in, affixed to, or installed in Real Property in such a manner that the installation cost, including special foundations or unique utilities for services, or the facility restoration cost after removal, is substantial.

1.4.1.3. Other Structures and Facilities. Includes costs of acquisitions and improvements of other structures and facilities such as airfield pavements, harbor and port facilities; power production facilities and distribution systems; reclamation and irrigation facilities; flood control and navigation aids, storage, industrial service, and research and development facilities other than buildings; utility systems (heating, sewage, water, and electrical) when they serve several buildings and/or structures; communications systems; traffic aids, roads, and bridges; railroads; monuments and memorials; and other nonstructural improvements such as sidewalks, parking areas, and fences. This also includes all equipment of any type built in, affixed to, or installed in such a manner that the installation cost, including special foundations or unique utilities or services, or the facility restoration cost after removal, is substantial.

1.4.1.4. Leasehold Improvements. Includes improvements made by or on behalf of NASA to leased land, buildings, other structures and facilities, easements, and rights of way.

1.4.2. Facility Classification Codes. The uniform coding system used for the detailed facility classification of NASA Real Property is set forth in the instructions for preparing NASA forms (Appendix A), and in Appendix C. In addition, the instructions provide a cross-reference from the NASA Facility Classification Code to the GSA usage code and to the NASA fixed asset subsidiary account code.

1.5. Real Property Records

1.5.1. Recording of Real Property. All Real Property under the management control of NASA Centers and component facilities will be recorded on the following NASA forms:

844 Real Property Record - Land
845 Real Property Record - Buildings
845A Transactions Completed - Additions/Deletions (Continuation Sheet for Item 26 NASA Form 845)
846 Real Property Record - Other Structures and Facilities
846A Transactions Completed-Additions/Deletions (Continuation Sheet for Item 18 NASA Form 846)
847 Real Property Record - Leasehold Improvements
1045 Real Property Transaction Voucher

Sample forms, detailed instructions for the preparation of these forms, and the Facility Classification Codes are set forth in appendices A and C.

1.5.1.1. Real Property Data System. The Real Property Inventory (RPI), a NASA-wide data system for Real Property, has been established by the NASA Headquarters, Facilities Engineering Division. The RPI serves as an easy-to-use automated method for maintaining and reporting Real Property data using the World Wide Web. The data forms, codes, and procedures used in the RPI generally conform to this NPR. Printed outputs from the RPI can be used instead of printed forms, at the convenience and discretion of the individual Real Property Accountable Officer. Access to the RPI, and current information on its functionality can be obtained from NASA Headquarters, Facilities Engineering Division.

1.5.2. Establishment of Real Property Record Files. Real Property record files will be established according to classification set forth in paragraph 1.4 of this chapter. Copies of all documents pertaining to Real Property transactions, such as acquisition, disposal, leases, permits, will be included in the files. When necessary, the Real Property Accountable Officer will have access to the supporting documents such as maps, plans, blueprints, drawings, specifications, and other documents that relate to the Real Property record files and serve as subsidiary records to the general ledger control account. Close coordination between the fiscal or financial management office and the Real Property Accountable Officer is essential to ensure that records and accounts remain in balance. Pursuant to NASA Financial Management Manual 9252-5, record balances for capitalized Real Property will be reconciled with the financial accounts at least semiannually.

1.5.3. Maintenance of Real Property Record Files. Real Property record files will be maintained on a current basis, i.e., by posting changes as they occur and by incorporating supporting documentation in the files. Examples of transactions involved in establishing and maintaining property records are as follows:

1.5.3.1. Acquisition. The acquisition of Real Property or interests therein, necessitates an addition to the Real Property records.

1.5.3.2. Disposals. The disposal of a Real Property item will require a deletion in the Real Property records when processed and the disposal has been completed.

1.5.3.3. New Construction. The accomplishment of new construction necessitates an addition to the Real Property records. This addition should be made at the time of beneficial occupancy, physical or financial completion of a facility, or when title is vested in NASA, whichever occurs first. FMM 9253 also prescribes the criteria and procedures for closing facility project costs to the fixed asset General Ledger accounts with coordination between the project manager, the Real Property Accountable Officer, and the Financial Management or Fiscal Officer to ensure that the respective record balances for capitalized Real Property are in agreement.

1.5.3.4. Addition, Extension, or Expansion of an Existing Facility. A physical increase to a Real Property facility which adds to the overall dimensions of the facility necessitates an addition to the Real Property records.

1.5.3.5. Alterations and Modifications. Work required to adjust arrangements or other physical characteristics of an existing facility so that it may be more effectively adapted to, or utilized for, its designated purpose will necessitate an adjustment of the Real Property records when the total cost (as determined by FMM 9352-3) or more where it has been determined that the alteration or modification is a capital improvement.

1.5.3.6. Installation Removal, or Replacement of Collateral Equipment. The installation or removal of a complete item of collateral equipment will necessitate an adjustment to the Real Property records when the acquisition cost of the item is as determined by FMM 9252-3 or more. The replacement of an installed property item will necessitate both debit and credit adjustment to the Real Property records when the acquisition cost of either the item being removed or the

replacement item is (as determined by FMM 9252-3) or more. Installation costs are to be excluded in these instances.

1.5.3.7. Real Property Utilized Under Lease, Permit, License, Agreement, and Easement. Real Property records will be prepared for property utilized by NASA in accordance with executed leases, permits, licenses, agreements, and easements. NASA Form 844, 845, or 846 will be prepared as appropriate to document these transactions. NASA-funded improvements made to such property that meet the capitalization criteria set forth in FMM 9252-3 will be recorded as Leasehold Improvements and recorded on NASA Form 847.

1.5.3.8. Outgrants. The Real Property records will be annotated and documented in all cases involving outgrants for the use of NASA property by other parties. Real Property so granted will, during the term of the grant, be considered part of the NASA-owned Real Property and will be reported as such.

1.5.3.9. Adjustments. Any discrepancies revealed as a result of either the semiannual reconciliation with the fiscal accounts or the triennial physical inventory will require an adjustment to the records.

1.5.3.10. A single improvement will not be accomplished in increments of less than \$5,000 in order to avoid adjustment to the Real Property inventory records. Entries on the respective NASA Form 847 must be susceptible to separate identification of transactions applicable to the following: (1) rights, interests, and privileges relating to land; (2) improvements to buildings; and (3) improvements to other structures and facilities. However, the cost of NASA owned buildings and other structures and facilities and improvements thereto, (that meet the criteria for capitalization) located on land not owned by NASA will be recorded on the NASA Form 845 or 846, as appropriate.

1.5.4. Transfer and/or Notification of Acceptance of Accountability of Real Property is as follows:

1.5.4.1. NASA Form 1046, "Transfer and/or Notification of Acceptance of Accountability of Real Property" (see Appendix A for sample form), will be prepared for the transfer and acceptance of accountability of Real Property. However, when an acquisition or improvement is accomplished by the Army Corps of Engineers or the Naval Facilities Engineering Command for NASA, "Transfer and Acceptance of Military Real Property" DD Form 1354 (see Appendix A for sample form) may be used for such transfer and acceptance of Real Property.

1.5.4.2. These forms (NASA Form 1046 and DD Form 1354) are to be used primarily for the following: (1) effecting transfers of Real Property between NASA Centers, and between NASA Centers and other Government agencies; and (2) providing the Installation Real Property Accountable Officer with documentation of acceptance by the appropriate Center representative of work performed by a contractor or by NASA personnel involving construction (including modification, alteration, or other capital improvement to Real Property). (See FMM 9252-3.)

1.5.4.3. Upon acceptance of the Real Property or the work performed by a contractor or NASA personnel, the NASA representative responsible for monitoring the acquisition or improvement will, within 30 calendar days, complete and forward NASA Form 1046 to the Real Property Accountable Officer.

1.5.4.4. In cases involving acquisition or improvement performed by the Army Corps of Engineers or the Naval Facilities Engineering Command, the NASA representative responsible for monitoring the acquisition or improvement will, prior to acquisition or improvement, and prior to recommending acceptance by NASA, ensure that the data provided on the DD Form 1354 meets the Center requirements to adequately describe the work completed. The executed copy of the DD Form 1354 will be held by the Real Property Accountable Officer.

1.5.4.5. The type of acceptance will be annotated in "Remarks," Item 17 on NASA Form 1046. One of the following three types of acceptance transactions may be used:

a. Accountability Acceptance. This type of acceptance gives complete ownership to NASA and custody of the Real Property to the using Center. All Real Property transferred between Centers, or to a Center, shall be accepted in the following manner: (1) construction was in accordance with the plans and specifications; therefore (2) all construction deficiencies noted and listed on the NASA Form 1046 or DD Form 1354 have been corrected; or (3) the construction agency or contractor acknowledges the listed deficiencies, and assures corrective action within the limits of the contract.

b. Conditional Acceptance. This is less than accountability acceptance and is a limited acceptance subject to any conditions stated on NASA Form 1046 or DD Form 1354 and is to be used when (1) disagreement exists as to the existence of and/or the need for correction of deficiencies which preclude accountability acceptance, or (2) the physical plant and its systems cannot be operationally tested or checked out at the time of inspections under design conditions.

c. Beneficial Occupancy. This is a very limited acceptance and involves the use of facilities by NASA, in whole or in part, before they have been fully completed.

1.5.4.6. Where DD Form 1354 has been executed on the basis of either "Conditional Acceptance" or "Beneficial Occupancy," a supplemental NASA Form 1046 or DD Form 1354 will be executed upon final completion of the facilities and full accountability accepted.

1.5.5. Property Transaction Voucher. The Real Property transactions will be recorded, as appropriate, on NASA Form 1045. The Real Property Accountable Officer will establish each fiscal year a series of numbers which will be assigned consecutively to each Real Property transaction voucher. Each number will be prefixed by the last two digits of the fiscal year. A copy of each transaction voucher will be forwarded to the fiscal or financial management office upon completion of each transaction that affects the general ledger fixed assets subsidiary accounts. A voucher register will be established for recording each voucher number, date, and type of transaction, and any other information determined necessary.

1.6. Physical Inventory

1.6.1. At least once every 3 years, a physical inventory will be taken of all Real Property. Where the Real Property is such as to make a complete inventory at one time a difficult job, the inventory may be taken on a cycle basis, scheduled in such a manner that the complete inventory will be accomplished every 3 years. A yearly statement, setting forth the status of the inventory, will be filed with the Real Property records.

1.6.2. Visual inspections will be made to ensure that items are correctly recorded and that any additions to, or deletions from, the original buildings or structures have been properly recorded. Detailed measurements other than those necessary to correct obvious errors need not be taken during inventories.

1.6.3. As an inventory of a building or structure is completed, the applicable property record (NASA Forms 845, 846, and 847) will be annotated to show the inventory date and any adjustments (i.e., increase or decrease) affecting the capitalized inventory value. A written summary review record will be prepared at the end of a complete inventory of Real Property at a Center. The summary will identify by name and number all buildings and structures inventoried, the date inventoried, and the value of the adjustments resulting from the inventory. The summary record will be retained by the Real Property Accountable Officer as part of the Real Property record documentation.

1.7. Maintenance of a Central Depository for Real Property Documents

1.7. The Facilities Engineering Division, NASA Headquarters, is the central NASA office for maintaining complete records of Real Property acquisition or disposal documents as follows:

1.7.1. Preliminary and final title opinions (and related papers) of the Attorney General (the original).

1.7.2. Ingrant use permits, agreements (the original).

1.7.3. Easements (the original).

1.7.4. Leases (one copy).

1.7.5. Outgrants (the original).

1.7.6. Foreign acquisition (one copy).

Centers will ensure that the required signed originals and signed copies of these Real Property documents are furnished to the Facilities Engineering Division, NASA Headquarters.

1.8. Reporting Requirements

1.8.1 NASA Centers and Component Facilities, reporting directly to an Institutional Associate Administrator at Headquarters, will submit to the Facilities Engineering and Real Property Division, NASA Headquarters, under appropriate letter of transmittal, the following reports for Real Property under their management and accountability control (see appendix A for sample forms).

FORM REPORT TITLE DUE DATE

GSA 1166 Annual Report of Real Property Owned by Nov. 5
(Revised 1-84) or Leased to the United States as of Sept. 30
(RCS 10-0000-00513)

NASA 1515 Report of Real Property Disposal Actions Dec. 1
Accomplished during Fiscal Year ending Sept. 30
(RCS 10-0000-00516)

NASA 1516 Annual Inventory Report of NASA Controlled Nov. 15
Trailers - As of Sept. 30
(RCS 10-0000-00154)

These reports must include all NASA owned Real Property, both in-house and in the possession of contractors. The data contained in these reports will be used to fulfill both congressional and regulatory Agency reporting requirements. Therefore, it is of extreme importance that the reports be accurately prepared. To preclude possible duplication or omissions in reporting, close coordination should be effected between the Center Real Property Accountable Officer, the Industrial Property Specialists, and the appropriate Department of Defense (DoD) or NASA Center representative responsible for property administration at locations involving Real Property jointly owned by the DoD and NASA.

1.8.2. The letter transmitting these reports must include a certification that the monetary values reported on the annual reports (see Appendix A, GSA Form 1166) for capitalized Real Property are in agreement with the general ledger subsidiary Real Property type accounts for each location as of September 30. Both the Real Property Accountable Officer and the Financial Management Officer are responsible for approving these reports.

1.8.3. The Real Property Data System will be used for submission of the GSA Form 1166 Report. The Real Property Accountable Officer needs to certify that the data in the RPI records is fully coordinated and correctly balances with other Center Records no later than September 30 of each year.

1.9. Implementation

1.9.1. Center procedures, properly implemented, will ensure that all property transaction documents affecting Real Property records are processed in accordance with the provisions of this chapter. One copy of the implementing instructions will be furnished to the Facilities Engineering and Real Property Division, NASA Headquarters. The provisions of paragraph 1.8.1. in this chapter are also applicable to NASA owned Real Property in possession of contractors, the physical accountability and recording of which are set forth in subpart 18-45.5 of the NASA Federal Acquisition Regulation Supplement.

CHAPTER 2. Acquisition of Real Property

2.1. Introduction

The justifiable acquisition of NASA real estate may take the form of many unique real estate instruments. NASA must comply with the provisions of 42 U.S.C. 2473d, which require investigating the use of abandoned and underutilized buildings, grounds, and facilities in depressed communities. The Agency is also required to obtain a Department of Justice title opinion for Federal acquisitions (40 U. S. C. 255). Personnel authorized to take such actions under the provisions of 14 CFR 1204.501, 1204.503, and 1204.504 must first obtain approval from the Director, Facilities Engineering and Real Property Division, Office of Institutional and Corporate Management, NASA Headquarters. Approval is limited to the following acquisition actions:

2.1.1. Signs or accepts delivery of any documents, such as options, deeds (including deeds for assessments and rights of way), transfer instruments, agreements, leases, permits, licenses, rights of entry and amendments, supplements, renewals, or changes thereto, when such signature or acceptance conveys any interest or use rights in Real Property to NASA.

2.1.2. Requests from other Federal agencies to acquire for or transfer to NASA Real Property including any interest and use rights therein.

2.1.3. Submits applications for withdrawals, reservations, and restrictions of public domain lands.

2.1.4. Personnel authorized to take these actions cannot reassign the function except by virtue of succession. This prohibition does not apply to the signing of local receipts for the purpose of accepting custody and accountability of property. However, such receipts are usually signed by the appropriate Installation Real Property Accountable Officer.

2.2. Procedures for Obtaining Approval

2.2.1. Requests for approval to take Real Property acquisition actions will be forwarded to the Director, Facilities Engineering and Real Property Division, NASA Headquarters, by the Center Director. The Director, Facilities Engineering and Real Property Division assumes responsibility for coordinating with and obtaining the concurrence of Strategic Enterprises, Institutional Program Offices, the Capitol Investment Council, and other NASA Senior Management officials as appropriate.

2.2.2. Centers requesting approval for Real Property acquisitions will furnish a detailed justification to allow the determination to be made by NASA Senior Management officials. The following information is normally required to support a Real Property acquisition:

2.2.2.1. Identity and location of required Real Property.

2.2.2.2. Detailed description of property. Attach brochures, maps, charts, drawings, or photos needed in support of the acquisition.

2.2.2.3. Complete justification for the acquisition. State whether this is the total acquisition needed to meet the requirement in amount of equipment, space, acreage, and duration of occupancy.

2.2.2.4. Proposed utilization. Give square foot allowances per person and per various items of equipment. Account for utilization of all other space. Explain proposed land use in detail.

2.2.2.5. Availability of other sites, both Government and non-Government owned. Give criteria used in site selection. Compare advantages of requested site over sites rejected.

2.2.2.6. Justification of method of acquisition. Compare method proposed with all possible alternatives. If contractor will use facility, compare advantages of NASA acquisition with contractor acquisition.

2.2.2.7. Adverse consequences. Anticipate possible future disadvantages of this acquisition and any means of amelioration.

2.2.2.8. Attitude of community.

2.2.2.9. Attitude of owner. State whether condemnation is a possibility.

2.2.2.10. Plans for staffing.

2.2.2.11. Costs of acquisition. Breakdown costs to show other charges, if any, included. Explain. Include other costs that may be incurred in the foreseeable future such as rehabilitation, alteration, and repair. Identify source of funds.

2.2.2.12. Projection of estimated annual operation and maintenance costs.

2.2.2.13. Additional material or equipment needed. Identify the type and amount of severable or collateral equipment to be acquired either by transfer or purchase for use in conjunction with the Real Property being proposed for acquisition. Explain whether transfer is on a reimbursable or nonreimbursable basis. Include projection of estimated annual costs for operation and maintenance of the equipment.

2.2.2.14. Significant variations, if any, from standard Government Real Property acquisition document.

2.2.2.15. Explanation of how NASA is meeting the requirement at the present time, e.g., prior to the requested acquisition.

2.2.2.16. Evaluation of effect on NASA programs if request is not approved.

2.2.2.17. Proposed timetable and steps in acquisition process. Justify any requirement to adhere to a particular timetable. Give reasons, if any, for unusual steps in acquisition process.

2.2.2.18. Explain any contingencies that would prevent or delay consummation of the acquisition if approved. Explain contingencies that could require reversal of decision to acquire.

2.2.3. For any Real Property acquisition actions proposed or in process, the Center shall ensure that feedback is provided to keep the Director, Facilities Engineering and Real Property Division, fully and currently informed of significant actions or problems related to the acquisition.

2.3. Environmental Consideration

2.3.1 Real Property acquisitions, particularly those involving real estate transactions, shall be coordinated with the Center Environmental Office as early as possible to ensure that environmental requirements and potential liabilities are addressed in accordance with NPD 8800.16. Environmental documentation should include the following:

2.3.1.1. An Environmental Baseline Survey that reviews the operational history of the Real Property to identify potential environmental issues including, but not limited to, hazardous substance activities, equipment containing polychlorinated biphenyls, asbestos containing materials, underground storage tank systems, wetlands, and floodplains. In many cases, required remediation will need to be completed prior to the actual transfer of the property.

2.3.2.2. National Environmental Policy Act documentation to assess potential environmental impacts of the action in accordance with NPR 8840.1. An Environmental Assessment or Environmental Impact Statement may be required.

2.4. Safety Consideration

2.4.1. Real Property acquisitions shall be coordinated with the Center Safety and Mission Assurance (SMA) office as early as possible to ensure that all safety hazards, issues, and concerns have been identified and addressed. Safety documentation should include a Safety Baseline Survey that reviews the operational safety history of the Real Property to identify potential safety hazards and concerns related, but not limited to, facility safety, fire protection, confined space entry, nuclear safety, radiation protection, explosives and pressurized systems. This may result from reviewing past records of Safety and/or Facility Deficiencies Inspections. In many cases, required abatement actions will need to be completed prior to the actual transfer of the property.

2.5. Consideration of Rural Areas for New Offices and Other Facilities

2.5.1. Section 601 of the Rural Development Act (RDA) of 1972, as amended, 42 U.S.C. 3122 (b), requires Federal agencies to give first priority to the location of new offices and other facilities in rural areas. Rural areas are defined as any areas outside the outer boundary of a city having a population of 50,000 or more and outside that city's immediately adjacent urbanized and urbanizing areas with a population density of more than 100 persons per square mile.

2.5.1.1. The RDA was established to provide for the planning, financing, and development of facilities and services in rural areas that contribute to making these areas desirable places in which to live and make private and business investments; the planning, development, and expansion of business and industry in rural areas to provide increased employment and income; the planning, development, conservation, and use of land, water, and other natural resources of rural areas to maintain or enhance the quality of the environment for people and business in rural areas; and processes and procedures that have said objectives as their major purpose.

2.5.1.2. The RDA is applicable to NASA offices, buildings, other structures and facilities, and locations assigned to NASA by the General Services Administration where NASA personnel will be housed or perform their official duties on a full-time basis.

2.5.1.3. If new NASA facilities are to be located in an other than rural area, a basis for exclusion or an adequate justification for an exception to the requirement must be provided in the acquisition request. The following circumstances provide a basis for exclusion of consideration from the RDA:

2.5.2.1. Vacant site acquisitions for which no construction contracts are contemplated.

2.5.2.2. Additions to or changes in presently occupied offices or other facilities if program is unchanged.

2.5.2.3. Offices or other facilities acquired for temporary occupancy of less than 1 year.

2.5.2.4. Lease renewals.

2.5.3. In the absence of a basis for exclusion, requests for the acquisition of Real Property or interests therein must include information required to justify an exception to the requirements of the RDA. This information should include the following:

2.5.3.1. Reasons why office or other facility must be located at chosen site. If the chosen site is to be approved, these reasons must be strong enough to override the requirement that first priority be given to locating in rural areas.

2.5.3.2. Efforts made to locate in a rural area.

2.5.3.3. Effects on project or program if location is changed to a rural area.

2.5.3.4. Scheduled date for signature of the lease, contract to buy, or construction contract; for assignment of space by the General Services Administration; or for filing of a condemnation action.

2.5.3.5. Total number of employees expected to be at the new location when fully staffed. Give breakdown to include local hires and contractor personnel.

2.5.4. When information intended to justify an exception is submitted with an acquisition, the Director, Facilities Engineering and Real Property Division, Office of Institutional and Corporate Management, in consultation with other management officials and staff members as may be appropriate, will decide whether considerations are present that will override the requirement to locate in a rural area. The office requesting the exception will then be notified of the decision.

2.6. Consideration of Uniform Relocation Assistance

2.6.1. The Department of Transportation has promulgated the rule entitled "Uniform Relocation Assistance and Real Property Acquisition for Federal and Federally Assisted Programs" in 49 CFR Part 24, which is also referenced by NASA regulations in 14 CFR Part 1208. This rule requires that fair, consistent, and equitable treatment be provided to owners of Real Property to be acquired for Federal or federally assisted programs, as well as to persons displaced from their dwellings, businesses, or farms as a result of such acquisition.

2.6.2. Accordingly, if privately held Real Property is proposed to be acquired, then the request for acquisition must be accompanied by a justification of the proposed action, along with supporting documentation, including documentation that NASA legal counsel concurs in the proposed action.

3.1. Introduction

3.1.1. The NASA Facilities Utilization Program (FUP) described in this chapter provides guidelines, procedures, and definitions for the review and reporting of the utilization of NASA facilities. The FUP is intended to ensure, to the extent practicable, that all facilities are put to their highest and best use, consistent with NASA programmatic and institutional priorities. The FUP should provide a timely reference point from which corrective actions may be taken, e.g., consolidation, elimination of duplication, improved utilization, or disposal.

3.1.2. Center Directors should designate an official responsible for coordinating the assignment of building spaces, and implementation of both the facilities utilization reviews and the annual report preparation. The individual designated shall be known as the "Facilities Utilization Officer" (FUO), although the titles used in the implementation of the Facilities Utilization Program may vary among Centers.

3.1.3. The FUP is designed to provide a uniform and orderly process for meeting and addressing the following objectives:

3.1.3.1. The establishment of sound facilities requirements to meet NASA's strategic and core capability needs.

3.1.3.2. The optimum allocation of available facilities and related resources to meet NASA's programmatic and institutional requirements.

3.1.3.3. The early identification of NASA facilities that may be or may become underutilized or excess to NASA needs.

3.1.3.4. The early identification and request for required additional facilities resources.

3.2. Guidelines for Annual Reviews and Reports (See appendix A for instructions and samples of the referenced forms)

3.2.1. The periodic comprehensive utilization reviews will include all Real Property under the cognizance of the installation conducting the reviews. Because of the importance of Real Property, special emphasis will be placed on the utilization review of building spaces, and major facilities utilization. The following special provisions will apply:

3.2.1.1. Buildings Space Utilization Report (NASA Form 1400) will include all NASA building spaces, leased space, and space occupied under permit or agreements with other Government agencies.

3.2.1.2. Major Facilities Utilization Report (NASA Form 1400A) will include only those technical and institutional facilities designated in accordance with paragraph 4.2.3 "Major Facilities." This report will provide a quantitative assessment of the level of use for the past year's reporting period. In addition, it will include a projected level of use for the current year's reporting period. The procedures to be followed in preparing these reports are described in the general instructions for the preparation of NASA Forms 1400A and 1400B. The purpose of this report is to show, in some reasonable measure, that such Real Property is, or will be, utilized regularly for current programs or projects of NASA. Alternatively, the report may indicate that such Real Property is either not needed or is underutilized in accordance with the annual review and reporting requirements of FPMR Subpart 101-47.8, "Identification of Unneeded Federal Real Property."

3.2.1.3. After preparing the NASA Forms 1400, 1400A, and 1400C, a utilization review will be made of the remaining Real Property inventory (land and minor facilities without building space). This report should include a written record of the review to be done in accordance with the guidelines specified in FPMR Subpart 101-47.8.

3.2.1.4. Any facility identified as unneeded or underutilized, as a result of the utilization reviews, will be reported on NASA Form 1400B, to the Director, Facilities Engineering and Real Property Division, NASA Headquarters, for consideration of possible use in other programs or for disposal authorization.

3.2.1.5. The data in NASA Form 1400, Form 1400A, Form 1400B, and Form 1400C reports should be as of the end of each fiscal year, i.e. September 30. Reports are due to the Director, Facilities Engineering and Real Property Division, Office of Institutional and Corporate Management, NASA Headquarters, by the succeeding December 30 of each year.

3.2.1.6. The letter transmitting the reports to NASA Headquarters should include the following: (1) A copy of the review record conducted in accordance with paragraph 4.3.1.3, along with a certification by the Center Director or

Deputy, indicating that all NASA-controlled Real Property under the Center's cognizance, including that property that is owned, leased, and held under permit or other use agreement, has been reviewed. (2) Advice as to the action(s) to be taken on any property determined to be excess or underutilized should be included.

3.2.2. Automation of Facility Utilization reporting based on the NASA Form 1400 series is currently underway and is expected to enhance the reporting process described above. No fundamental changes in existing policy or reportable data have been made. A future requirement to break out building utilization by Strategic Enterprise rather than Center organization is contemplated to accommodate full-cost accounting processes. However, the submission of reports will, in general, be supplanted by a requirement to keep an on-line data base updated with periodic certification of accuracy by FUO's and by Center Management at the end of each fiscal year. Transition to the automated FUP data system and full cost accounting will be covered by policy letters and subsequent updates to this NPR.

3.3. Definitions of Terms Used in the NASA FUP

3.3.1. Facilities. For the purpose of the FUP, is defined as land, buildings, structures, utilities systems and improvements, and appurtenances thereto, permanently affixed to land. The term "facilities" is synonymous with "Real Property," which is further defined in NPD 8800.14. Because "Real Property" as a term is associated more with accountability than usability, the term "facilities" is used in this chapter since it is more in keeping with the context of the FUP.

3.3.2. Buildings Space. The enclosed net usable area of a building, excluding custodial, circulation, mechanical, and construction areas.

3.3.3. Major Facilities. Large, complex technical and otherwise special institutions facilities that are representative of the Center's basic and essential capabilities. The identification process and reporting requirements are further described in paragraph 3.8.

3.3.4. Rooms. Interior spaces enclosed by walls and/or partitions and separate from other similar spaces by walls or partitions.

3.3.5. Offices. Rooms in which desk-type science, management, engineering, administration, design, or business activities are conducted; generally, single-story rooms characterized by desks, tables, chairs, files, bookcases, and small, generally portable office, scientific, or test equipment. This includes circulation space integral with secretarial offices.

3.3.6. Laboratories. Rooms in which electronic, chemistry, life science, medical, bioscience, physics, photographic, or other research, development, evaluation, or test activities are conducted. Laboratories are generally single-story rooms characterized by special utilities and built-in or portable instruments and equipment. Laboratory space may also include small office areas (desk space) incidental to the main laboratory activity.

3.3.7. Technical Space. Rooms in which assembly, instrumentation, test, checkout, launch, control, data reduction, computer, calibration, or similar activities are conducted. Technical space is characterized by large, installed and often sophisticated equipment and frequently by multistory or high bay features. Technical space may also include small, incidental office areas.

3.3.8. Conference Space. Rooms in which periodic or temporary seating or assembly of people is scheduled; includes class, lecture or training rooms, auditoriums, or similar activities. Conference space is characterized by the basic ability to seat personnel, coupled with the required training aids, media, or devices. Conference space integral with supervisory offices will be reported as office space.

3.3.9. Shop-Industrial. Rooms in which carpentry, electrical, plumbing, electronic, welding, metal working, or other trades are conducted. This includes maintenance, fabrication, manufacturing, or repair activities. Shop-industrial space is characterized by conventional machines and equipment peculiar to the shop or industrial environment. Shop-industrial space may also include small, incidental office areas.

3.3.10. Storage Space. Rooms in which files, film, tapes, supplies, or equipment not in use are stored; includes stock, warehousing, shipping, and receiving activities.

3.3.11. Miscellaneous Space. Areas in which activities, other than those previously classified, are conducted; includes visitor information, reception, libraries, banks, cafeterias, concessions, security, fire protection, post office, and similar activities.

3.3.12. Net Usable Area

3.3.12.1. The net usable area will be construed to mean the sum of all areas on all floors of a building comprising every type of space functionally usable by and assignable to, an occupant. In addition to space that obviously falls within this category, net usable area also includes auditoriums, computer rooms, cafeterias, concessions, conference rooms (joint use), credit union offices, garages, health units and first aid rooms, kitchens, loading platforms, telephone operator areas and telegraph operator rooms.

3.3.12.2. The areas excluded from the net usable areas consist of custodial, circulation, mechanical, and construction areas as further defined in paragraph 3.3.14.

3.3.12.3. The net usable area will be computed by measuring from face to face of the walls or partitions enclosing the area. When walls or partitions do not enclose areas of various use, measurements will be taken to an imaginary line that separates the areas.

3.3.12.4. No adjustments shall be made for minor projections or alcoves that would distort the net usable area of the building.

3.3.13. Gross Area

3.3.13.1. Gross area is the sum of the floor areas included within the outside faces of exterior walls for all stories, or areas, that have floor surfaces. Although gross areas are not in the FUP, the following bases for measurement are established in the event this type of information is required to support special project needs or to more easily determine net usable areas.

3.3.13.2. Gross area will be computed by measuring from face-to-face of the outside surface of exterior walls, disregarding cornices, pilasters, and buttresses that extend beyond the wall face.

3.3.13.3. Gross areas will include basements (except unexcavated portions), floored attics, garages, enclosed porches, penthouses and mechanical equipment floors, lobbies, mezzanines, all balconies (inside or outside) utilized for operational functions, and main/common corridors, provided they are within the outside face lines of the building. Roofed loading or shipping platforms will be included whether within or outside the exterior face lines of the building.

3.3.13.4. Open courts and light wells, or portions of upper floors eliminated by rooms or lobbies, that rise above single floor ceiling height, will not be included in the gross area, nor will unenclosed roofed over areas or floored surfaces with less than 6 feet 6 inches clear headroom be included unless they can be designated properly and used as either net usable, mechanical, circulation, or custodial areas.

3.3.14. Gross Area Classifications

3.3.14.1. Custodial Areas

a. Custodial area will be construed to mean the sum of all areas on all floors of a building used for building protection, care, maintenance, and operation.

b. Custodial areas will be computed by measuring from face to face of enclosing walls.

c. Custodial areas will include such areas as janitors' locker rooms, closets and storerooms, and building maintenance and operating engineer control areas.

3.3.14.2. Circulation Areas

a. Circulation areas will be construed to mean that portion of the gross area whether or not enclosed by partitions that is required for physical access to some subdivision of space.

b. Circulation areas will be computed by measuring from the inner faces of the walls or partitions that enclose horizontal spaces used for such purpose. When walls or partitions do not enclose such spaces, measurement will be taken from imaginary lines that conform as nearly as possible to the established circulation pattern of the building.

c. Circulation areas will include, but not be limited to, corridors (access, public, service, also "phantom" for large unpartitioned areas), elevator shafts, escalators, fire towers or stairs, stair wells (area at each floor level) and stair halls, loading platforms (except when required for operational reasons and, thus, included in net usable area), lobbies (elevator, entrance, public, also public vestibules), and tunnels and bridges (not mechanical).

d. When identifying corridor areas, only horizontal spaces required for general access will be included, not aisles that are normally used for circulation within offices or other working areas. No adjustment shall be made for minor projections or alcoves that would distort the actual net usable area of the building.

3.3.14.3. Mechanical Areas

- a. Mechanical areas will be construed to mean that portion of the gross areas designed to house mechanical equipment, utility services, and nonprivate toilet facilities.
- b. Mechanical areas will be computed by measuring from face-to-face of the walls, partitions, or screens enclosing the area.
- c. Mechanical areas will include, but not be limited to, air-duct shafts, boiler rooms, fixed mechanical and electrical equipment rooms, fuel rooms, mechanical service shafts, meter and communications closets, service chutes, stacks, and nonprivate toilet rooms (custodial and public). No adjustment shall be made for minor projections or alcoves, which would distort the net usable area of the building.

3.3.14.4. Construction Areas

- a. Construction areas will be construed to mean that portion of the gross area that cannot be put to use because of the presence of structural features of the building.
- b. Precise computation of construction areas is not contemplated under these definitions— some construction features are included in the computation of other areas. However, total construction area will generally be determined by assuming it to be the residual area after the net usable, circulation, custodial, and mechanical areas have been subtracted from the gross area.
- c. Examples of areas normally classified as construction areas are exterior walls, fire walls, partitions, and unusable areas in attics, basements, or comparable portions of the building.

3.4. Building Quality Code

3.4.1. Building Quality Code is used for improved comparative analysis of space utilization problems, the quality of all space in a center's inventory must be rated. The following criteria are to be employed to distinguish office space of standard quality from that space which is considered to be of lower quality.

3.4.1.1. The ratings are to be made on a three-level scale as follows:

- a. S (Standard) is the rating given to those spaces that provide adequate environments for the assigned functions. There is little need for improvement to this space for the functions being carried out and it successfully meets all rating factors outlined in 3.4.2.
- b. M (Marginal) is the rating given to those spaces that are not ideally suited to the assigned function. Although the environment in these areas is considered to be less desirable than that in the S classified spaces, functions can continue to be housed there. Such space would fail to meet only one rating factor.
- c. X (Substandard) is the rating given to those spaces that do not provide a suitable environment for the assigned function. These areas should be considered for modification, upgrading, or replacement at some time in the future if the planning and financial atmosphere is conducive. Such space would fail to meet two or more rating factors.

3.4.2. The assignment of ratings based on the quality of space provides, at best, a subjective review of the level of the environmental adequacy of building areas in relation to the functions assigned to them. In order to introduce the highest level of validity and reliability to the evaluation of the space, the following series of factors are to be uniformly considered when rating the quality and condition of the space. These factors include the following:

3.4.2.1. Illumination levels, sufficiently high, but with low glare and dispersed to allow for visual comfort.

3.4.2.2. Noise level, both externally and internally produced, within tolerable limits.

3.4.2.3. Temperature and humidity level controlled within normal comfort ranges.

3.4.2.4. Ventilation and air circulation within a space sufficient to eliminate thermal pockets that are not so great as to create uncomfortable draft conditions.

3.4.2.5. Odor levels, either externally or internally produced, within tolerable limits.

3.4.2.6. Vibration level, induced by operating equipment or other sources, sufficiently low as not to intrude on personnel effectiveness.

3.4.2.7. Cleanliness level, both for normal environments and special environments, within acceptable limits.

3.4.2.8. Size and configuration of the space sufficient for space function.

3.4.2.9. Ceiling heights, both for operating equipment and furnishings, as well as for personal comfort at sufficient heights.

3.4.2.10. Occupational safety characteristics that reduce hazards of fire, toxic emission, or other conditions like hazards within required ranges.

3.4.2.11. Building space is onsite and owned by or on permit to NASA as differing from off-site leased space with distance and adjacency detriments.

3.4.3. Well maintained permanent and semipermanent onsite building space would normally fall within the standard category. Offsite leased space and older or unsuitably used space would fall into the marginal category. Trailers and portable buildings as well as obsolete permanent facilities would always be considered substandard space.

3.5. Standard Space Allowance for Office Space

3.5.1. For general office space planning and review purposes, a Centerwide average office density of 110 net square feet per person (nsf/person) is considered to be the optimum office density and assumes the midpoint between an austere density limit of 95 nsf/person and a satisfactory liberal limit of 125 nsf/person.

3.5.2. An average density factor outside the range of 95 nsf/person to 125 nsf/person, however, may be, at times, reasonable. Such factors as the grade structure of the personnel housed and consideration of special office equipment and internal circulation space needs can often support such variances. In addition, ceaseless efforts to conform to rigid density standards can result in continuous and costly adjustments to space allocation.

3.5.3. For additional guidance, Centers should refer to FPMR 101.17.3 for determining space requirements for personnel/organizations. The space allowance standards set forth therein, however, should not be rigidly used for space assignment to individuals or sub-units, as the position space needs of equal grades can vary as affected by functional factors, such as supervisory positions vs. nonsupervisory, or receptionist vs. secretary.

3.6. Basic Density of Office Personnel

3.6.1. It is recognized that the Center's average office density is usually inflated by circulation, reception, special equipment and file space in secretarial office, drafting, and similar areas. If it is necessary to determine the basic density of personnel in office space, such as to relate to the space allowance standards set forth in FPMR Subpart 101.17.3, "Space Standards, Criteria, and Guidelines," then collateral office space must be calculated and then excluded from the density calculation. This collateral office space can be determined by random sample analysis of typical office arrangements. Generally, excluding collateral office space would reduce the average office density by about 10 percent. Other than the allowance for collateral office space for circulation, all space used for offices must be reported as office space and used in the density calculation.

3.7. Space Allowance Standards for Systems Furniture

3.7.1. When using space-efficient systems furniture in open office areas, higher densities must be achieved to justify the acquisition of this higher quality furniture. For general planning purposes, the following standards will be utilized to achieve the optimum systems furniture overall density of 95 square foot/work station. Excluded from this factor are special purpose office support areas, personnel above GS-15 and contractor equivalents, and common/main corridors.

	<u>Avg.</u> <u>SF/Workstation</u>	X	<u>Circulation</u> <u>Factor</u>	=	<u>Total</u> <u>Allowance</u>
General Staff I (Engineers, Analysts, Technicians, Clerical)	70	X	1.25	=	88 SF
Supervisors, Senior Staff, GS-13/14	110	X	1.2	=	132 SF
Secretaries to Supervisors	90	X	1.2	=	108 SF
Managers/GS-15	150	X	1.1	=	165 SF
Secretaries to Managers (With Reception Seating)	120	X	1.1	=	132 SF

- 1 Min 50 SF, Max 80 SF with minimum circulation lane widths of 36" single loaded, 44"

3.8. Major Facilities Designation and Reporting Utilization

3.8.1. Designation of Major Facilities. There are varying parameters by which a facility may be evaluated as being a major technical or institutional facility. Uniqueness, book dollar value, physical size, staffing, operations and maintenance costs, and importance to a specific program, are factors that should be considered in developing a list of such facilities. The sensitive relationship of these and other factors can best be assessed initially by the Center. Accordingly, using the Center's facilities master plan as source documents, the Center will prepare an initial draft list of such facilities that will be coordinated with the Director, Facilities Engineering and Real Property Division, NASA Headquarters, who, in further coordination with concerned Headquarters Offices, may request additions or deletions. If such modifications are satisfactory to the Center's viewpoint, the list would be formalized by the concurrence of the Center Director, and the utilization of these designated facilities would then be reported to Headquarters on an annual basis. When made necessary by facility additions, modifications, disposals, and changes in use, this list should be revised from time to time by repeating the above procedure. The list will be verified every 3 years. To reduce subjective judgment in decisions to include or exclude specific facilities, the following guidelines are provided. NASA Centers, which exclude any facility meeting two or more of the guidelines for major facility reporting, should document the rationale for such exclusions. It is emphasized that these are guidelines and not rigid parameters. The primary emphasis in this evaluation of facilities is to designate those facilities, which are representative of NASA's basic and essential facility capability. Accordingly, include those facilities that represent such capability and meet two or more of the following criteria:

3.8.1.1. Technical facilities that are unique in capability within the agency inventory, e.g., the 80 x 120 foot Wind Tunnel at the Ames Research Center. Any such facility should provide primary support to the Center's assigned programs to such an extent that the Center could not reasonably accomplish its mission, or major segment thereof, without this facility capability.

3.8.1.2. Facilities exceeding \$8,000,000 in book value or \$30,000,000 in replacement value.

3.8.1.3. Facilities with operations and maintenance cost exceeding \$600,000 per year.

3.8.1.4. Facilities that house or require a dedicated support staff of over 200 personnel other than office buildings.

3.8.1.5. Facilities, whether unique or not, that are dedicated to a major program; e.g., the Orbiter Processing Facility at the Kennedy Space Center.

3.8.2. Baseline Utilization of Major Facilities. Determination of a specific facility's baseline will be based on that level of use and/or cost effectiveness, stated in compatible technical terms, that could reasonably justify acquisition and retention of the facility. The level of use may be given as a rate, such as hours per month or year; in usable capacity, such as rated population at 300 nsf per/person or occupied net usable cubic feet per year; or in activity, such as Equivalent Utilization Days (EUD), or tests or launches per year as outlined more specifically under Paragraph 3.8.4., Utilization Criteria for Major Facilities.

3.8.3. Threshold of Underutilization for Major facilities. When a facility's level of use (percentage of baseline) falls below 50 percent for the past year's reporting period, or is predicted to fall below 50 percent for the current year's reporting period (excluding the impact of any modification/rehabilitation or similar activity) the facility is to be considered as underutilized and reported as such.

3.8.4. Utilization Criteria for Major Facilities. The units of measure provided for the facility types listed in the Utilization Table (shown on the next page) are to be used in establishing a reasonable baseline utilization factor and in assessing the facility activity during the reporting period. The units should be uniformly applied but can be adjusted for special facility uses in cases where the recommended unit of measure does not seem fully appropriate. It is recognized that these units of measure, in many cases, are not based on a precise methodology; however, every reasonable effort should be made to represent the level of use, of the facilities correctly. In cases where the unit of measure does not seem appropriate, it is recommended that the FEO coordinate the proposed unit of measure with the Director, Facilities Engineering and Real Property Division.

3.8.5. Periodic Use Facilities. For most of the facility types outlined in paragraph 3.8.4, the facilities would be used on a continuous basis, and their level of use can be readily indicated. However, some of these facilities fall into "a periodic use" category, such as launch facilities and engine test stands. Additional analysis says that occasionally it may be necessary for such periodic use facilities to demonstrate, in some reasonable manner, that their retention at the current

level of readiness is cost effective and/or warranted. Such analyses should be retained at the installation and submitted to the Director, Facilities Engineering and Real Property Division, NASA Headquarters, only when requested.

3.8.5.1. Nationally Unique Facilities. Additionally, it is recognized that periodic use facilities may often have comparatively low use rates, such as one launch per year. However, for retention of those facilities, that are nationally unique in capability and are needed to accomplish approved unique requirements, it is necessary to demonstrate that the facility will be used for this unique national purpose, as required. Therefore, if there is no competing higher use or utilization alternative, the unique facility should not be reported as underutilized because it is accomplishing 100 percent of the Nation's total requirement for such capability. Notation that the facility is nationally unique and is used for unique requirements should be made in the Remarks column.

3.8.6. Facilities Utilization Determined by Observation. The level of use or need for certain laboratories can be readily determined by observation (visual inspection by the FVO). Such laboratories include, for example, electronic, chemical, physics, biological, physiology, and material analysis, which have multiple types of equipment. The individual uses of this equipment may vary according to task objective, but all such equipment is necessary to qualify the particular laboratory for its assigned missions. In these cases the utilization of the laboratory space housing this needed equipment is 100 percent. The use of such visual assessments eliminates the need for costly log/recordkeeping in the interest of program cost effectiveness.

3.8.7. Facilities Limited in Use by Other Factors. Where facilities are limited to lower use rates by the constraints of weather conditions, environmental compliance action, or construction activity, notation should be made to this effect in the Remarks column.

3.9. Facility Activity Policy

3.9.1. Active facility. Any facility that has a specific and present, or near term, program or institutional requirement. Space utilization would normally be at least 50 percent and/or the usage level exceed 50 percent of the available time for use.

3.9.2. Inactive facility. Any facility that has no specific and present, or near-term, program or institutional requirement. The inactive facility may be placed in a "Standby," "Mothballed," or "Abandoned" status. The following generally applies to all levels of inactive facilities:

3.9.2.1. No personnel occupy the facility.

3.9.2.2. Utilities are curtailed, other than as required for fire, security, or safety.

3.9.2.3. Facility is secured to prevent unauthorized access and injury to personnel.

3.9.2.4. Facility does not receive funding for renewal, or other significant improvement.

3.9.2.5. The Current Replacement Value (CRV) of inactive facilities should be removed from the Center's total.

3.9.3. Standby. A facility that is temporarily not in use and appropriate maintenance measures have been taken to maintain its vital or essential operating systems in a state of readiness or availability for future use. Selective life cycle cost effective facilities maintenance and repair is required. Total time to deactivate and then to reactivate the facility, including the standby period, is expected to be less than 12 months.

3.9.3.1. Utility systems and collateral equipment have been secured as may be appropriate and equipment is cycled in operation on a planned basis to prevent deterioration.

3.9.3.2. Facility interior has appropriate environmental control to prevent deterioration.

3.9.4. Mothballed. A condition where a facility has been deactivated and appropriate maintenance measures have been taken to prevent deterioration of its vital or essential systems or placed in protective storage. Higher first year costs would be expected because of preparations for mothballing, but future annual costs should be significantly lower due to reduced maintenance and repair requirements. Total time to deactivate and then to reactivate the facility, including the mothballed period, is expected to exceed 12 months.

3.9.4.1. Utility systems and collateral equipment have been shut down and properly prepared for long term inactivation without significant deterioration. Selected systems should be kept in operation and inspected, such as cathodic protection systems.

3.9.4.2. Facility interior has appropriate environmental control to prevent significant deterioration.

3.9.4.3. The facility exterior envelope is inspected on a planned basis and work is accomplished as required to maintain the integrity of the exterior shell from the elements. The exterior of the facility shall also be kept in an aesthetically acceptable condition.

3.9.5. Abandoned. There are no plans for future reactivation. A condition in which a facility has been "walked away from" or ceasing to maintain any part of the property. Facility systems and collateral equipment should be considered for excess and/or identified for use at other NASA locations where feasible and cost-effective.

3.9.5.1. All utilities have been secured and disconnected at the first service equipment location outside the facility.

3.9.5.2. Facility has been secured to prevent the pilfering of economically salvageable materials.

3.9.5.3. Until the facility is demolished, it may be necessary to maintain the exterior of the facility in a minimally aesthetically acceptable condition.

3.9.5.4. In coordination with the Center Environmental Office, environmental surveys have been completed and any remediation required has been identified and programmed.

3.9.5.5. All personal property and controlled equipment have been removed and accounted for.

3.9.5.6. Plans have been made to demolish or declare the facility excess at the earliest practical date.

3.9.6. Funding. Inactivation or reactivation costs of a technical or support facility should be funded from program appropriation. Multiprogram technical or support facilities should be funded by a multiprogram type account that is consistent with Agency funding policies. Other facilities should be funded from overhead type funds.

3.9.6.1. Environmental surveys and any required remediation (other than Construction of Facilities work) should be funded as outlined in inactivation/reactivation above.

3.9.6.2. Facility fire, security, safety, and required interim facilities maintenance and repair that is required until final disposition action on the facility (reactivation or disposal) should be funded in the same manner as outlined in inactivation/reactivation above, with the exception that technical and technical support facilities should be funded by a multiprogram type account.

3.9.7. Approval. The decision to declare a facility inactive should be approached in a cost effective manner while considering the significant cost required to prepare a facility for some types of inactivation such as mothballing, and the additional costs later for reactivation. Abandonment could also require significant expenditures to identify and correct any past environmental damage.

3.9.7.1. The Real Property Accountable Officer, in consonance with the Facility Utility Officer, shall ensure that all determinations of facilities that will be converted to inactive status, and the reactivation of any facilities, are certified by the Center Director or Deputy. A copy of this determination shall also be provided to the Director, Facilities Engineering and Real Property Division, Office of Institutional and Corporate Management, NASA Headquarters.

3.9.7.2. Actions required on approval of facility inactivation are 1) The Center's Real Property records for the facilities affected, shall be noted as being inactive; 2) The Center's NASA Real Property Database program data files shall be updated to reflect the inactive facilities; and 3) The Center's master plan shall be updated.

CHAPTER 4. Disposition of Real Property

4.1. Introduction

NASA does not have direct authority to dispose of its excess real estate assets and, therefore, must comply with the applicable provisions of the Federal Property and Administrative Services Act of 1949, as amended, 40 U.S.C. 471 et seq. This Act established the General Services Administration as the agency responsible for the disposal of Federal assets and the sole authority to institute regulations for such actions. These regulations are appropriately called "Federal Property Management Regulations (FPMR) FPMR 101-47, titled, "Utilization and Disposal of Real Property," details the procedures and forms required by a Federal agency, requesting the disposition of Federal real estate.

4.2. Prerequisites To Exercise Disposal Actions

4.2.1. Before a disposal action can be initiated, the following criteria must be met

4.2.1.1. Real Property must be excess to the needs of the holding Center.

4.2.1.2. Real Property must have been screened for possible use by other NASA Centers and determined to be not needed.

4.2.1.3. Real Property must have a recorded capitalized value not in excess of \$50,000.

4.2.1.4. Disposal action proposed must have been reviewed for legal sufficiency and concurred in by the Center's Chief Counsel's office.

4.3. Exclusions

Excess Real Property having a recorded capitalized value over \$50,000 will be submitted to Headquarters for review and approval by the Director, Facilities Engineering and Real Property Division, Office of Institutional and Corporate Management.

4.4. Procedures

4.4.1. Centers may dispose of Real Property on behalf of NASA, subject to the conditions and limitations set forth in paragraphs 4.2 and 4.3 in accordance with Federal Property and Administrative Services Act of 1949, and applicable policies and regulations.

4.4.2. Center Directors authorized to dispose of NASA real estate in accordance with the provisions of 14 CFR 1204.503 and 1204.504, may redelegate this authority without the power of further redelegation. Such redelegation shall be in writing and a copy furnished to the Director, Facilities Engineering and Real Property Division, NASA Headquarters.

4.4.3. Center Directors and personnel authorized disposal authority shall ensure that feedback is provided to keep the Director, Facilities Engineering and Real Property Division, NASA Headquarters, fully and currently informed of significant actions, problems, or other matters of substance related to disposal actions.

4.5. Environmental Considerations

4.5.1. The NASA disposing official shall coordinate with the Center Environmental Office as early as possible to ensure that all environmental requirements, particularly the closure requirements of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) and the Resource Conservation and Recovery Act (RCRA), are addressed in accordance with NPD 8800.16. Environmental documentation should, at a minimum, include the following:

4.5.1.1. An Environmental Baseline Survey that reviews the operational history of the Real Property to identify

potential environmental issues including, but not limited to, hazardous substance activities, equipment containing polychlorinated biphenyls, asbestos containing materials, underground storage tank systems, wetlands, and floodplains. In many cases, required remediation will need to be completed prior to the actual transfer of the property.

4.5.1.2. National Environmental Policy Act documentation to assess potential environmental impacts of the action in accordance with NPR 8840.x. An Environmental Assessment or Environmental Impact Statement may be required.

4.6. Safety Considerations

4.6.1. The NASA disposing official shall coordinate with the Center Safety and Mission Assurance (SMA) office as early as possible to ensure that all safety hazards, and issues have been identified and addressed to comply with NASA standards, procedures, and guidelines. Safety documentation should include a Safety Baseline Survey that provides the operational safety history of the Real Property which identifies the potential safety hazards and concerns as related, but not limited to, facility safety, fire protection, confined space entry, nuclear safety, radiation protection, explosives, and pressurized systems. This may result from providing past records of Safety and/or Facility Deficiencies Inspections. In many cases, required abatement actions will need to be completed prior to the actual transfer of the property.

CHAPTER 5. Relocatable Buildings - Authorization, Acquisition, Use, and Disposal

5.1. Introduction

Relocatable buildings may be purchased and used within NASA when they constitute the most feasible and economical means of satisfying interim facility requirements. Buildings used to satisfy such requirements will normally be funded from program or local resources. Relocatable buildings are accounted for as Real Property, except for nonrigid structures such as tents and inflatables, which are to be accounted for as personal property. If acquisition of a relocatable building is by lease, Chapter 2, Real Property Acquisition Actions, applies.

5.2. Definitions

5.2.1. The following key words and their meanings are used in this Chapter.

5.2.1.1. Relocatable Buildings. Buildings or other enclosed structures used as working space, shelter, or to store equipment and other personal property that are designed to be easily erected, dismantled, moved, and reused. This includes office/house trailers, prefabricated modular structures, tents, rigid and nonrigid inflatable structures, and similar structures. Specifically excluded from this definition are built in place, pre-engineered metal buildings, woodframe buildings, and mobile equipment such as communications vans or trailers. Excluded structures and vehicles shall be acquired through the normal facility or equipment approval process, as appropriate.

5.2.1.2. Interim Facility Requirement. A short-term (generally less than 3 years) requirement for facilities caused by peaks in NASA missions, or to satisfy other urgent requirements pending approval and funding via the normal construction of facilities budget cycle.

5.3. Procedures for Acquisition/Disposal of Relocatable Buildings

5.3.1. Acquisition Procedures. When a NASA Center proposes to acquire a relocatable building, a request for approval to take the action will be forwarded to the cognizant Institutional Associate Administrator for concurrence. After concurrence, the request will be forwarded to the Director, Facilities Engineering and Real Property Division, Office of Institutional and Corporate Management, NASA Headquarters. The request must provide the following detailed information:

5.3.1.1. Complete justification for the acquisition, including an evaluation of the effect on NASA programs if the request is not approved. State whether this is the total acquisition needed to meet the requirement considering the amount of equipment, space, and acreage. Provide a utilization schedule for the duration of the requirement.

5.3.1.2. Proposed utilization. Give square foot allowance per person and per various items of equipment. Account for utilization of all other space. Provide a plan depicting sighting and land use factors.

5.3.1.3. Justification of method of acquisition. Compare costs and benefits of methods proposed with all practical alternatives. If contractor will use facility, compare advantages of NASA acquisition with contractor acquisition.

5.3.1.4. Costs of acquisition. Breakdown costs to show site preparation and other Center charges. Include other costs that may be incurred such as rehabilitation, alteration, and repair. Identify type and source of funds.

5.3.1.5. Projection. Estimated annual operation and maintenance costs.

5.3.1.6. Duration. Estimated time in months the facility will be required.

5.3.2. Disposal Procedure. Relocatable buildings that are accounted for as Real Property will be disposed of in accordance with the procedures set forth in chapter 4 of this NPR.

•APPENDICES

Appendix A: Forms and Instructions

A-1	NASA Form 844	Real Property Record - Land
A-2	NASA Form 845	Real Property Record - Buildings
	NASA Form 845A	Continuation Sheet, NASA Form 845
A-3	NASA Form 846	Real Property Record - Other Structures & Facilities
	NASA Form 846A	Continuation Sheet, NASA Form 846
A-4	NASA Form 847	Real Property Record - Leasehold Improvements
A-5	NASA Form 1045	Real Property Transaction Voucher
A-6	NASA Form 1046	Transfer and/or Notification of Acceptance of Accountability of Real Property
A-7	NASA Form 1046A	Notification of Real Property Transaction
A-8	NASA Form 1515	Report of Real Property Disposal Actions Accomplished During the Fiscal Year - Disposed of and Removed from the Accountable Records
A-9	NASA Form 1516	Inventory Report of NASA Controlled Trailers
A-10	NASA Form 1400	Building Space Utilization Report - Summary by Building and Organization
A-11	NASA Form 1400A	Major Facilities Utilization Report
A-12	NASA Form 1400B	Report of NASA Facilities Identified During the Past Reporting Period as Being Not Needed or Underutilized
A-13	NASA Form 1400C	Facilities Data Summary
A-14	GSA Form 1166	Quarterly Report of Real Property Owned by or Leased to the United States
A-15	Army, DD Form 1354	Transfer and Acceptance of Military Real Property

Appendix B: Site Location Codes

B-1	Site Location Codes sorted by Site Name-(spreadsheet)
B-2	Site Location Codes sorted by Site Number

Appendix C: Classification Codes

C-1	NASA Codes
C-2	GSA Codes

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[Appendix A: Army, DD Form 1354](#)
In PDF Format.

[Appendix A: Form 1045 and Instructions](#)
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